



# JOINT MATTERS

## Finally, Joint Credit for Reserve Component Officers!

By Lt Col Kerry Lovely, Air National Guard

**R**eserve Component officers can, for the first time since the enactment of the 1986 Goldwater-Nichols Act, receive joint credit for service in a qualifying joint billet or similar duty assignment.

The National Defense Authorization Act of 2005 required the Secretary of Defense to develop a strategic plan for joint officer management and also specified the plan include joint officer development for Reserve Component officers. As a result, the Secretary of Defense published the "Strategic Plan for Joint Officer Management and Joint Professional Military Education"<sup>1</sup> in April 2006. This plan recognizes the importance of providing Reserve Component personnel similar joint opportunities and education as their active duty counterparts. The increasing demands on the Reserve Component, driven by the global war on terror, confirm joint education and experience are critical now more than ever.

Since 2006, many changes have been made to Joint Officer Management. The new Joint Qualification System (JQS), effective 1 October 2007, allows all officers to capture "jointness" wherever it occurs. In the past, only active duty officers were recognized for their joint experience and education, earning the designation of "Joint Specialty Officer" or JSO. To obtain this designation, an active duty officer had to successfully complete Phase I and II of Joint Professional Military Education (JPME) and then be assigned to a Joint Duty Assignment List (JDAL) position for a full tour of at least three years. Under JQS, this method is now referred to as Standard Joint Duty Assignment (S-JDA).

In addition to S-JDA, an active or Reserve officer can now accumulate joint points through a combination of several shorter joint assignments, exercises, or training. The term used for this new method is Experienced-based Joint Duty Assignment (E-JDA). Both active and Reserve officers can become a "Joint Qualified Officer" (JQO) through S-JDA, E-JDA, or a combination of both, providing a Total Force system. The

Joint Qualification System uses the new term JQO, which replaces the term JSO.

The National Defense Authorization Act of 2007 (NDAA 07) further changed Chapter 38, Title 10, Joint Officer Management. One of the biggest changes is in the definition of Joint Matters, that has been expanded to include interagency and coalition operations. Effective 1 October 2007, per NDAA 07, Joint Matters is now defined as:

"...matters related to the achievement of unified action by multiple military forces in operations conducted across domains such as land, sea, or air, in space, or in the information environment, including matters relating to - (A) national military strategy; (B) strategic planning and contingency planning; (C) command and control operations under unified command; (D) national security planning with other departments and agencies of the United States; and (E) combined operations with military forces of allied nations.

In the context of joint matters, the term 'multiple military forces' refers to forces that involve participants from the armed forces and one or more of the following: (A) other departments and agencies of the United States; (B) the military forces or agencies of other countries; and (C) non-governmental persons or entities."<sup>2</sup>

The JQS also allows reserve component members to receive retroactive credit for experiences prior to October 2007. For example, S-JDA experiences (10 months or more) gained between 1 October 1986 and 10 September 2001 on the Joint Staff, Office of the Secretary of Defense, or Combatant Command headquarters can be submitted for retroactive joint credit. Complete details of all qualifying experiences are forthcoming. Individuals have until October 2010 to apply for this retroactive credit.

Since 1 October 2007, reserve component officers can self-nominate online to receive joint credit.<sup>3</sup> Each self-nomination requires the individual to provide proper documentation

supporting their joint duty assignments and experience. Valid documentation can include: orders, awards or evaluations that delineate specific joint service. Once submitted, the information is forwarded to the officer's parent service for verification. Services will nominate officer's experiences to go before a periodic General/Flag Officer panel that will review nominations and make recommendations on awarding joint points. In order to become a JQO, the Service would first forward an officer's nomination to the Chairman of the Joint Chiefs of Staff for his endorsement, which in turn will be sent to the Under Secretary of Defense for Personnel and Readiness for final approval.

Under the old system, officers were either "joint qualified" or not. The new system has four levels of joint qualification, Levels I to IV. Each level requires a certain amount of experience, which equates to points, as well as the appropriate level of JPME. Points are determined by the duration of experience (for example, 30.4 days equals one point) multiplied by an intensity factor based on the environment where the joint duty was performed. For example, combat experience has an intensity factor of three, non-combat operations equals two and steady state has an intensity factor of one.<sup>4</sup> At this time it has not been determined what point values will be accrued for less than full-time experience. The Office of the Secretary of Defense (Reserve Affairs) is leading the initiative to determine the point value for officers who receive joint experience while serving as a drilling reservist/guardsman. That information will be available once it is approved.

Two cornerstone documents provide specific instructions and procedures on Joint Officer Management. These documents are Department of Defense (DoD) Instruction 1300.19, "DoD Joint Officer Management Program" and the Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 1330.05 "Joint Officer Management Program Procedures."<sup>5</sup> These documents will be available online when revisions are approved and published. Additionally, the Department of Defense Joint Officer Management Joint Qualification System Implementation Plan gives a good overview on the program's intent and a proposed timeline of events.<sup>6</sup>

How is joint experience significant for the Reserves? Unlike our active duty counterparts, reserve and guard officers currently do not require joint experience for promotion to general/flag officer ranks. Title 10 of the U.S. Code only requires the Reserve Chiefs and Directors of the Air and Army National Guard to have "significant joint experience" to be considered for assignment to these positions. Reserve Component officers aspiring for these senior positions will need joint experience. During the 20 years since the enactment of the Goldwater-Nichols legislation, DoD's use of joint military forces has changed. The DoD's Strategic Plan for Joint Officer Management & Joint Professional Military Education recognizes joint is more than just two services working together during a war. According to the plan, "Joint Task Forces now define the way we array our armed forces for both war and operations other than war." Ultimately, joint

operations must be able to "synergistically employ forces from multiple services, agencies and nations." As a result, in order for the reserve component to become more integrated in the Total Force, it will be imperative for officers to possess both joint education and experience to work effectively along side their active duty peers.

Recent changes to Joint Officer Management will have a major impact on the Reserve Component community in the next several years. Consequently, Reserve officer development can no longer remain service centric or specialty specific. It should now include grade appropriate joint experience and education. Today's senior officers must invest now in their junior officer corps – by providing joint assignment opportunities and encouraging attendance at JPME courses – to develop the next generation of senior reserve leaders. In a sense, the reserve components are now going through a Goldwater-Nichols Act transformation of their own, which will serve to further transform and integrate them into the Total Force.

**R&NG**

#### FOOTNOTES

1. Department of Defense Strategic Plan for Joint Officer Management and Joint Professional Military Education, dated April 3, 2006 found at: <http://www.defense.gov/transformation/documents/DoDStratPlan-JOMJPME.pdf>
2. See Section 519 of Public Law 109-364, John Warner National Defense Authorization Act for Fiscal Year 2007, that can be found at: [http://frwebgate.access.gpo.gov/cgi-bin/getdoc.cgi?dbname=109\\_cong\\_public\\_laws&docid=f:publ364.109.pdf](http://frwebgate.access.gpo.gov/cgi-bin/getdoc.cgi?dbname=109_cong_public_laws&docid=f:publ364.109.pdf)
3. This self-nomination website can be found at: <https://www.dmdc.osd.mil/jqs>. At press time this site was slated to accept self-nominations from active, Guard, and Reserve officers starting 1 October 2007.
4. Per DODI 1300.19: Combat intensity factor will be correlated to the receipt of "combat pay". Non-combat examples include JTF Katrina, tsunami relief and drug interdiction operations. Steady state includes any staff assignment in Office of the Secretary of Defense, the Joint Staff, Defense Agencies and Combat Command headquarters. Refer to DODI 1300.19 for a complete list.
5. At press time the specific details pertaining to Guard and Reserve officers under JQS were still being staffed. However, the revised DoD Instruction 1300.19 "DoD Joint Officer Management Program" can be found at: <http://www.dtic.mil/whs/directives/corres/ins1.html>, and CJCSI 1330.05 "Joint Officer Management Program Procedures" can be found at: [http://www.dtic.mil/cjcs\\_directives/cjcs/instructions.htm](http://www.dtic.mil/cjcs_directives/cjcs/instructions.htm).
6. See Appendix B of the Department of Defense Joint Officer Management Joint Qualification System Implementation Plan, dated March 30, 2007, found at: <http://www.defenselink.mil/transformation/documents/JOMJQSIImplementationPlan.doc>